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TAGS: EAIR,UR

SUBJECT: SOVIETS ESTABLISH FLIGHT SAFETY ORGANIZATIONS

DEPARTMENT PASS CAB AND FAA

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MONTREAL FOR US REP TO ICAO

REF: MOSCOW 5409 (4/12/74) (NOTAL)

1. SUMMARY - SOBRANIYE POSTANOVLENIY PRAVITEL'STVA SSSR (COLLECTION OF GOVERNMENT DECREES) NO. 12, 1975, CONTAINS STATUTES CREATING FOLLOWING ORGANIZATIONS TO DEAL WITH PROBLEMS OF FLIGHT SAFETY:

- USSR STATE COMMISSION FOR FLIGHT SAFETY OF CIVIL AVIATION
- USSR STATE AIRCRAFT REGISTRY OF CIVIL AVIATION

LATTER IS SUBORDINATE TO FORMER, WHICH IN TURN REPORTS TO USSR MINISTRY OF CIVIL AVIATION. FUNCTION OF STATE COMMISSION FOR FLIGHT SAFETY IS TO CARRY OUT WIDE RANGE OF REGULATORY ACTIVITIES IN ASSURING HEIGHTENED SAFETY ON FLIGHTS OF SOVIET UNION'S CIVIL AVIATION FLEET. HEADED BY MINISTER OF CIVIL AVIATION, COMMISSION WILL INCLUDE AS MEMBERS REPRESENTATIVES OF FOLLOWING MINISTRIES: AVIATION INDUSTRY, RADIO INDUSTRY, CIVIL AVIATION, DEFENSE, AND COMMUNICATIONS EQUIPMENT INDUSTRY, PLUS MAIN ADMINISTRATION OF HYDROMETEOROLOGICAL SERVICE. ROLE OF STATE AIRCRAFT REGISTRY WILL BE TO ASSURE THAT SOVIET AIRCRAFT, AIRFIELDS, AND AIRROUTES MEET ESTABLISHED DOMESTIC UTILIZATION STANDARDS. BOTH ORGANIZATIONS HAVE BEEN INVESTED WITH WIDE ENFORCEMENT POWERS IN WHAT CAN ONLY BE VIEWED AS MAJOR STEP BY SOVIETS TO UPGRADE QUALITY OF EQUIPMENT AND SAFETY OF OPERATIONS THROUGHOUT DOMESTIC CIVIL AVIATION NETWORK. END SUMMARY

2. USSR STATE COMMISSION FOR FLIGHT SAFETY (SHORTENED FORM: GOSAVIANADZOR) IS ALL-UNION STATE ORGAN AND INDEPENDENT LEGAL ENTITY, WHOSE CHIEF FUNCTION IS SUPERVISION (NADZOR) OVER ACTIVITIES OF VARIOUS SOVIET ORGANIZATIONS CONCERNED WITH AVIATION TO ASSURE GREATER FLIGHT SAFETY. WIDE-RANGING ACTIVITIES OF GOSAVIANADZOR WILL INCLUDE:

- CONTROL OVER MINISTRIES AND OTHER ORGANIZATIONS TO ASSURE THEIR ADHERENCE TO ESTABLISHED PROCEDURES CONCERNING FLIGHTS, AIR TRAFFIC CONTROL, AND UTILIZATION OF AIRCRAFT AND GROUND EQUIPMENT;
- CONTROL OVER GROUND SERVICING FACILITIES TO ASSURE TIMELY AND PROPER AIRCRAFT MAINTENANCE;
- ANALYZING ADHERENCE BY AFFECTED ORGANIZATIONS TO REGULATIONS ON FLIGHT SAFETY AND ISSUING DIRECTIVES TO APPROPRIATE AGENCIES IN EFFORT TO ELIMINATE AIR CRASHES;
- CONDUCTING INVESTIGATIONS ONTO AIR DISASTERS, WITHIN LIMITED OFFICIAL USE

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NATIONAL AIR SPACE, INCLUDING THOSE INVOLVING FOREIGN AND DOMESTIC AIRCRAFT, WITH FOLLOW-UP AUTHORITY TO ASSURE THAT SOVIET ORGANIZATIONS IMPLEMENT ITS RECOMMENDATIONS FOR PREVENTING RECURRENCES;

- PARTICIPATION IN APPROPRIATE INTERNATIONAL ORGANIZATIONS AND CONFERENCES;
- COLLABORATING WITH SIMILAR AVIATION SECURITY ORGANIZATIONS IN CEMA AND OTHER COUNTRIES.

3. CHAIRMAN OF GOSAVIANADZOR IS TO BE MINISTER OF CIVIL AVIATION, WITH FIRST DEPUTY CHAIRMAN AND ONE OTHER DEPUTY CHAIRMAN APPOINTED DIRECTLY BY USSR COUNCIL OF MINISTERS. OTHER FUNCTIONAL (PO DOLZHNOSTI) DEPUTY CHAIRMEN INCLUDE: DEPUTY MINISTER OF THE AVIATION INDUSTRY, DEPUTY MINISTER OF THE RADIO INDUSTRY AND DEPUTY MINISTER OF CIVIL AVIATION. COMMISSION WILL ALSO HAVE FOLLOWING REPRESENTATION: CHIEF OF USSR STATE AIRCRAFT REGISTRATION OF CIVIL AVIATION, AIR FORCE VICE COMMANDER-IN-CHIEF, SIX REPRESENTATIVES EACH FROM MINISTRY OF AVIATION INDUSTRY AND MINISTRY OF CIVIL AVIATION, FOUR EACH FROM MINISTRY OF DEFENSE AND MINISTRY OF THE RADIO INDUSTRY, TWO FROM MINISTRY OF COMMUNICATIONS INDUSTRY AND TWO FROM MAIN ADMINISTRATION OF HYDROMETEOROLOGICAL SERVICE.

4. USSR STATE AIRCRAFT REGISTRY OF CIVIL AVIATION (GOSAVIAREGISTR) CREATED SIMULTANEOUSLY WITH ITS PARENT ORGANIZATION GOSAVIANADZOR, IS ALSO ALL-UNION STATE LEGAL ENTITY. ITS FUNCTIONS INCLUDE: ISSUING AIRWORTHINESS CERTIFICATES FOR SOVIET-BUILT AIRCRAFT ; CERTIFYING SOVIET CIVIL AIRPORTS AND AIR ROUTES ACCORDING TO CATEGORIES I,II, AND III OF ICAO NORMS; PROVIDING AIRWORTHINESS CERTIFICATES FOR SOVIET AIRCRAFT BEING EXPORTED IF THEY MEET STANDARDS OF BOTH THE USSR AND IMPORTING COUNTRY; CONTROLLING ACTIVITIES OF SOVIET AIRCRAFT INDUSTRY TO ASSURE THAT BOTH AIRCRAFT AND THEIR COMPONENT PARTS MEET SATISFACTORY UTILIZATION STANDARDS; PARTICIPATION IN WORK OF INTERNATIONAL CONFERENCES AND ORGANIZATIONS AS APPROPRIATE.

5. CHIEF OF GOSAVIAREGISTR IS APPOINTED BY USSR COUNCIL OF MINISTERS AND REPORTS DIRECTLY TO CHAIRMAN OF GOSAVIANADZOR. HE BEARS "PERSONAL RESPONSIBILITY" FOR CARRYING OUT TASKS ENTRUSTED TO THE ORGANIZATION AND LIKEWISE HIMSELF DETERMINES LIMITED OFFICIAL USE

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"DEGREE OF RESPONSIBILITY" OF HIS DEPUTIES FOR FULFILLING GOALS OF GOSAVIAREGISTR. THESE DEPUTIES, HOWEVER, ARE APPOINTED BY GOSAVIANADZOR.

6. ACCORDING TO STATUTES PUBLISHED IN SOBRANIYE POSTANOVLENIY, BOTH OF THESE ORGANIZATIONS, IN ADDITION TO THEIR EXTENSIVE SUPERVISORY AND REGULATORY FUNCTIONS OVER BOTH MANUFACTURING AND OPERATING ELEMENTS OF SOVIET CIVIL AVIATION, HAVE ALSO BEEN PROVIDED WIDE ENFORCEMENT POWERS. THEIR DECISIONS ON MATTERS WITHIN THEIR COMPETENCE, ARE "OBLIGATORY FOR ALL MINISTRIES, AGENCIES, ENTERPRISES, AND ORGANIZATIONS".

7. COMMENT: REPORTS THAT ESTABLISHMENT OF SOME TYPE OF FLIGHT SAFETY ORGANIZATION WAS FIRST SURFACED WELL OVER A YEAR AGO (REFTEL. LONG TIME LAG BEFORE OFFICIAL ANNOUNCEMENT

OF NEW COMMISSIONS IS LARGELY EXPLAINED BY THEIR COMPLEX
STRUCTURAL FORMS, WHICH UNDOUBTEDLY REQUIRED LENGTHY INTERVAL
TO SET UP, AND, PERHAPS MORE TELLING, BY SIGNIFICANT REGULATORY
POWER WITH WHICH THEY HAVE BEEN INVESTED. CONSIDERABLE
MINISTERIAL JOCKEYING AS WELL MUST SURELY HAVE CONTRIBUTED TO
DELAY IN FORMING THESE ORGANIZATIONS. LAST YEAR, FOR EXAMPLE,
MINISTRY OF CIVIL AVIATION (MCA) CONTACT TOLD EMBASSY THAT
"STATE COMMITTEE FOR FLIGHT SAFETY" (AS HE CALLED IT) WOULD BE
SEPARATE FROM MCA. IN FACT, IT WILL BE PART OF MCA AND HEADED
BY MINISTER OF CIVIL AVIATION, WHICH MAY TEND TO WEAKEN
EFFECTIVENESS A MORE INDEPENDENT ORGANIZATION MIGHT HAVE HAD.
IN ANY CASE, CREATION OF COSAVIANADZOR AND GOSAVIAREGISTR IS
LONG-OVERDUE STEP TOWARD UPGRADING FLIGHT SAFETY IN USSR. COPIES
OF COUNCIL OF MINISTERS STATUTES ESTABLISHING THESE ORGANIZA-
TIONS ARE BEING POUCHED TO DEPARTMENT (EUR/SOV.
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